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Second country cooperation framework for Senegal (2002-2004)

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Introduction

1. In accordance with the directives relating to the new programming arrangements adopted by the Executive Board (decisions 95/22 and 95/23 of 16 June 1995), the Government of Senegal has drawn up the present country cooperation framework (CCF) with UNDP for the period 2002-2004. It obtained contributions from civil society and the other development partners at the meeting of the Local Project and Programme Review Committee held in March 2001. In this report, the Government recalls its priorities and indicates the nature and scope of the assistance that it expects from UNDP.

2. The formulation of the CCF began with the mid-term review of the sixth programming cycle carried out in June 2000. The present document has been drawn up in the light of the conclusions of that review, as well as in the light of the strategic guidelines adopted by the Government, which are set out in various planning documents, including the tenth economic and social development plan (2002-2007) (currently at the drafting stage), the interim poverty reduction strategy paper formulated within the framework of the Heavily Indebted Poor Countries (HIPC) Debt Initiative and the Government's economic and financial report introduced in the National Assembly in November 2000 by the Minister of the Economy and Finance. The support documents for coordinating United Nations system activities in Senegal — the United Nations Development Assistance Framework (UNDAF) and the Common Country Assessment (CCA) — also served as references for the formulation of the CCF.

3. Taking into account the mandate of UNDP and its own strategic development objectives, the Government will seek assistance from this agency in the fields of poverty alleviation and good governance. In this context, UNDP assistance will make it possible to apply new information and communication technologies for the more effective implementation of activities in these two major fields.

I. Development situation from a sustainable human development perspective

4. Senegal is a Sahelian country situated in the far west of the African continent. It has an area of 196,722 km^2 and shares borders with five countries. Senegal is divided into 10 administrative regions and 30 departments. It has a population of 9.3 million (1999), of whom 58 per cent are young people under 20 years of age. The population, which is 94 per cent Muslim, consists of the following ethnic groups: Wolof and Serer (58 per cent), Peul and Tukolor (23 per cent), and Dyola, Balante, Bassari and Mandingo (19 per cent).

5. Political power changed hands in Senegal following transparent presidential elections held in February and March 2000. It thus presents the image of a country in which the process of democratization has been strengthened on a continent that has had several electoral experiments with less than satisfactory outcomes. The current Government, formed by a coalition of political parties, is taking action in a process aimed at improving the administration of public affairs. However, while the population supports its reform proposals overall (in the referendum on the adoption of the new constitution, 90 per cent voted in favour with a turnout of 65 per cent), the Government continues to face ever more pressing demands for better living conditions.

6. The commitments entered into by the previous Government vis-à-vis the international community have for the most part been endorsed by the current one. In this context, Senegal was accepted in June 2000 as a beneficiary country of the HIPC Debt Initiative. Indeed, Senegal has drafted the interim poverty reduction strategy paper, which has been approved by the Executive Boards of the International Monetary Fund and the World Bank. It is to be finalized and adopted in December 2001 following the conclusion of a participatory process, for which the programme of activities has already been determined.

7. The Senegalese economy has been able to maintain the progress observed since 1994. The growth rate of the gross domestic product (GDP) in 2000 is estimated at 5.5 per cent, compared with 5.1 per cent in 1999. During 2000, growth was sustained mainly by the primary sector, its contribution to the national wealth having been estimated at 11.5 per cent, and by the secondary sector, which contributed 7.8 per cent. Inflation was kept down to 1.2 per cent, notwithstanding the impact of external factors, including the concomitant increases in the price of oil and of the United States dollar. The efforts made in the area of collection enabled tax revenue targets to be met. However, the level of capital expenditure financed

from external resources was lower than anticipated owing to a wait-and-see attitude on the part of some partners. As a result, the deficit in the State's financial transactions (based on commitments excluding grants) is estimated at 2.7 per cent of GDP. The current account balance (excluding official transfers) has deteriorated, showing a deficit of 8.6 per cent of GDP in 2000 as against 6.6 per cent in 1999, a situation that has arisen because of the reduction of international prices for certain exports, as well as the increase in the price of the main imports. In particular, the oil bill has risen by 86 per cent in comparison with 1999. Final consumption of households has decreased by about 1 per cent, while the gross investment rate is estimated at 20.6 per cent as against 19.4 per cent in 1999, following an increase in investments by companies, which rose from 9.7 per cent of GDP to 11.1 per cent in 2000.

8. In this context marked by efforts to bring macroeconomic imbalances under control, demands for better living conditions are being expressed ever more forcefully. This phenomenon is being encouraged by the spirit of openness and dialogue promoted by the new Government. In particular, the population is facing difficulties with transportation and access to health care, youth unemployment, problems with the payment of retirement pensions and lack of access to new information and communication technologies.

9. Indeed, the human development indicators are mostly below the international norms. Thus, according to the *Human Development Report 2000*, Senegal ranks 155th out of 174 in the low-income country category. Since July 2000, it has also been classified as a least developed poor country, according to the United Nations Conference on Trade and Development. This new status is expected to bring opportunities for mobilizing additional resources. According to the data published in the Government's economic and social report (November 2000) and the national human development report, the infant mortality rate is 68 per 1,000 live births, only 50 per cent of the population has access to drinking water, and there are only seven doctors and 35 nurses for every 100,000 inhabitants. Illiteracy affects 64.5 per cent of adults, including 74 per cent of women. Moreover, unemployment remains a cause for deep concern, especially among young people. In addition, according to the data from the Senegalese survey of households undertaken between March 1994 and April 1995, 65.3 per cent of the population lives below the poverty line (income necessary to ensure for each person the equivalent of 2,400 kilocalories per day). Lastly, Senegal is confronted with severe degradation of the ecosystem, as illustrated by a deforestation rate of 30,000 hectares per annum.

II. Results and lessons of past cooperation

10. The CCF for the period 1997-2001 focused on two major areas: poverty alleviation and good governance. Only the poverty alleviation support document has been formulated, signed and implemented. The good-governance support document is in the process of being drafted. Nevertheless, UNDP has supported Senegal beyond decentralization (UNDP/United Nations Capital Development Fund (UNCDF) programmes) in getting important elements intended to enrich the overall process off the ground.

A. Main results obtained

11. The implementation of the CCF was based on a resource mobilization strategy. The resources mobilized currently amount to $34 million as against an initial estimate of $18.2 million. UNCDF funds have increased from $3.6 to $14.7 million. The initiatives already undertaken and those under way have enabled significant results to be achieved.

12. Regarding support for dialogue on policy, there has been considerable progress in several areas: (a) the establishment of a national committee (Government, civil society, development partners) to steer the preparation of the biennial national human development report; (b) the conduct, in the context of the preparation of the national human development report, of thematic and sectoral evaluations which are facilitating the elaboration of the tenth economic and social development plan (2002-2007); (c) the establishment of a technical secretariat, as well as six regional technical-support committees out of the 10 planned (following the completion of an initial poverty profile, terms of reference have been developed with a view to establishing a centre for monitoring household living conditions); and (d) a study on the 20/20 Initiative undertaken in partnership with the United Nations Children's Fund, and priority investment

programmes that, for the Government, constitute key elements in the negotiations with national and international partners aimed at mobilizing resources.

13. With respect to putting sustainable human development (SHD) into practice, assistance in the priority regions (Tambacounda, Diourbel, Saint-Louis and the outskirts of Dakar) has been focused on the implementation of the expanded programme to combat poverty, which has enabled: (a) the creation of frameworks for consultation at the local level to define priorities and negotiate responsibility for them in the departments of Bambey, Kaffrine and Kébémer (village and inter-village development committees); (b) the elaboration and implementation of local development plans; (c) the development of a pilot energy-efficiency scheme; (d) the formulation and implementation of "information, education and communication" (IEC) programmes on the theme "Young people and HIV/AIDS" in the districts of Pikine, Tambacounda, Diourbel and Saint-Louis; (e) the establishment of a network of trainers on gender issues within certain technical ministries; (f) the conduct of the survey on the performance of the civil service; and (g) the organization of national dialogues on the performance of the civil service and good governance.

B. Experience and lessons learned

14. Regarding dialogue on policy, a strong partnership has been maintained with the Government, civil society, the development partners and the beneficiaries. It is thus a question of building on initiatives already undertaken in which UNDP played the role of lead partner (support to the national human development report committee and for defining the strategy to combat poverty). The process that is to lead to the interim poverty reduction strategy paper represents a good opportunity for the partners to forge an alliance and for the Government to coordinate the assistance.

15. As to putting SHD into practice, the pilot schemes already developed highlight the need to link decentralization to the development of sustainable means of existence through capacity-building at the level of local communities, provision of basic infrastructure and development of income-generating activities aimed at sustainability.

16. Given the scale of the needs to be met, it is clear that only an alliance between the partners will produce significant results. In providing assistance, UNDP has encountered difficulties with the implementation of the national programme to combat poverty in accordance with the programme approach envisaged. Indeed, the other development partners in Senegal have implemented their poverty alleviation programmes and projects completely autonomously.

17. There is a need to underline the effort made to improve programme monitoring and evaluation through the application of the new arrangements relating to the strategic results framework (SRF). SRF monitoring outlines have been developed and three "clusters" established: poverty and gender; governance; and environment. The principle of bimonthly meetings of the clusters coupled with field visits constitutes a crucial opportunity to build a results-based management culture. There is also a need to note the positive nature of the option of having recourse to the United Nations Volunteers (UNV) programme and the recommendation made during the mid-term CCF review for the period 1997-2001 that that option should be strengthened.

III. Objectives, programme areas and expected results

A. Objectives

18. The CCF objectives, namely, poverty alleviation and good governance remain consistent with the Government's strategic guidelines and priorities. These themes also constitute areas of concentration of United Nations system activities as reflected in the UNDAF for Senegal. UNDAF implementation will focus on three areas of concentration: poverty alleviation in the Tambacounda region, education for all, and the economic and social development of Casamance.

19. In the light of its eligibility for the HIPC Debt Initiative, Senegal has undertaken to draft a framework poverty-reduction strategy paper by December 2001. This document, which will constitute the sole frame of reference for the implementation of the national strategy to combat poverty, is to be structured around three priorities: (a) the continuation of the sectoral reforms in the areas of rural development, energy and transportation; (b) the consolidation of the

macroeconomic policies of stabilizing public finances, improving the environment for the private sector and the partnership between the State, socio-professional organizations and local communities; and (c) the expansion of the sectoral programmes under way, including the integrated health development programme, the national plan of action for the environment, the education and training development plan, the sectoral transportation programme and the sectoral water project, as well as the strengthening of the policy of decentralization.

B. Areas of concentration of the assistance

20. In this context, the Government attaches capital importance to meeting basic human needs with a view to achieving SHD and seeks the consolidation of UNDP support in the areas of poverty alleviation and good governance. In order to further the initiatives in these two areas, UNDP will support the Government's efforts with respect to new information and communication technologies and the definition and implementation of a Government strategy in this regard.

21. In the areas of poverty alleviation and good governance, UNDP assistance will support the dialogue on policy (advocacy of SHD concepts and their incorporation in national policies), the refinement of the national good-governance programme, and support/guidance with the orientation of the strategy to combat poverty from a sustainability perspective (strengthening of national capacities, monitoring of household living conditions, advocacy and partnership for gender equality). The organization will also support efforts to put SHD into practice in development at the level of project sites, where recipients are directly affected and SHD is linked with decentralization (local governance). In addition, it will support the promotion of sustainable means of existence (increase of the incomes of the population through the promotion of income-generating activities, access by the poor to basic services, preventive measures to reduce the impact of HIV/AIDS, and preservation of the environment).

22. With respect to new information and communication technologies, UNDP support is envisaged, among other possibilities, for the preparation of a national strategy in this sector, the use of information and communication techniques to facilitate coordination within the Government and the identification of key sectors for local governance.

C. Expected results

23. In general, the assistance expected from UNDP is intended to enable the strengthening of the capacities of national structures and the enhancement of the well-being of the target populations with a view to improved governance and greater responsiveness to the concerns of the actors. Given that poverty alleviation is a Government priority, UNDP will continue to support its efforts aimed at increasing the incomes of the population by promoting income-generating activities, improved coverage of basic human needs, better monitoring of household living conditions, and strengthening the capacities of actors at the grass-roots level. In order to maximize the impact of this support, UNDP assistance will take advantage of the experience acquired in the various activity areas during the sixth programming cycle and ensure better targeting of beneficiaries. In this context, UNDP assistance will be provided in synergy with the other United Nations system agencies within the framework of putting SHD into practice.

24. With respect to the dialogue on policy, the national human development report will be published every two years; an integrated programme for public sector reform will be drafted and implemented; regional technical support committees will continue to function; and the centre for the monitoring of household living conditions will be brought into operation to support this dialogue.

25. As to putting SHD into practice, with respect to poverty alleviation, basic infrastructure will be provided and village and inter-village development committees will be strengthened in the areas of concentration of UNDP/UNCDF activities; at least 50 microbusinesses and small businesses will be created each year; a portfolio of at least 50 microprojects will be approved and initiated each year; local sustainable development plans will be drafted and launched (in Kédougou, Bambey, Kébémer, Kaffrine and Tambacounda); a corpus of energy-efficiency codes will be devised and applied to at least two buildings; a participatory approach to the conservation of biodiversity will be successfully implemented; and IEC programmes will be conducted in the areas of concentration.

26. Regarding good governance, UNDP will provide support in the key areas of improving the performance of the civil service, strengthening economic management capacities and implementing the decentralization policy. In this context, UNDP support will enable the formulation of an integrated civil service reform programme, which will require for its implementation the mobilization of external resources in partnership with other donors, including the World Bank. UNDP will also contribute to the strengthening of Government capacities with respect to the rationalization and coordination of aid.

27. Since the Government accords special importance to economic management, UNDP assistance will also focus on strengthening the capacities of the technical ministries in identifying, evaluating and managing the programmes and projects under their supervision and on providing support to the systems for programming and budgeting public investments and coordinating aid.

28. UNDP will also provide support to the Parliament (team of at least four parliamentary assistants; documentation centre), the justice system and the press. In addition, the decentralization policy will be consolidated through sustained strengthening of the capacities of local communities in designing and implementing development programmes. These local communities will also have to develop capacity for negotiation and dialogue with the State, non-governmental organizations and foreign partners.

29. It will be a question of promoting more actively the internalization of policies with a view to enhancing their active implementation by the actors at the grass-roots level. In this regard, UNDP will strengthen its support to the local participatory planning process by providing the actors with technical tools and increasing their involvement in local resource mobilization activities and programme evaluation. UNDP assistance will contribute to the strengthening of national capacities in using new information and communication technologies. In this context, an information and awareness-raising strategy will be developed in order to give greater impetus to a Government policy in this area.

30. Results are expected in other areas, such as gender and HIV/AIDS. In this context, networks of trainers on gender will be put into operation to increase the consensus on the equality of the sexes, and preventive measures will be taken in order to reduce the impact of HIV/AIDS.

IV. Management arrangements

31. *Programme management.* In line with the fifth and sixth programming cycles, the focus will be on the programme approach and on national execution in the cooperation between Senegal and UNDP in the period 2002-2004. During this cycle, the use of the programme approach will continue, and there will be greater emphasis on the implementation of the programme to combat poverty and the good-governance programme. With respect to poverty alleviation, the elaboration of the interim poverty reduction strategy paper, under the leadership of the Government and with the involvement of the external partners and civil society, offers an opportunity to remedy the shortcomings observed thus far in the application of the programme approach. The framework for implementing the interim poverty reduction strategy paper augurs well for the mobilization of financial support for poverty alleviation from the other development partners. Regarding good governance, UNDP will continue to provide support to the Government for the formulation and implementation of the national strategy in partnership with other donors such as the World Bank.

32. It is intended to strengthen the national structures further and to harness external competencies identified at the level of the partner institutions (private sector, civil society, non-governmental organizations). The related administrative, accounting and financial procedures manual currently in use can be regularly updated in order to adapt it to the different contexts. The national execution modality will be reinforced through increased utilization of national skills, recourse to volunteers and technical cooperation between developing countries, and continuous training of the actors and other partners involved in this modality. It is also intended to take advantage of the competencies of the United Nations agencies in this context. The resources of the support project for promoting national execution need to be strengthened in order to consolidate the gains made.

33. *Monitoring and evaluation.* Continued use, within the framework of the new arrangements relating to the SRF, will be made of the monitoring and evaluation mechanism known as "clusters", which constitutes a

step towards the building of a results-based management culture. The other mechanisms for monitoring and evaluating the programme of cooperation between Senegal and UNDP during the seventh cycle are as follows: the Joint UNDP/Ministry of the Economy and Finance Committee; the annual technical reviews of the programmes; and the country review.

34. *Mobilization and allocation of resources.* In order to implement this programme of cooperation with Senegal, UNDP will make use both of internal resources (target for resource assignment from the core (TRAC), UNCDF, Global Environment Facility (GEF), Africa 2000 Network) and of complementary funding mobilized from other development partners. UNDP will thus confirm its catalytic role in support of SHD and coordination of foreign aid. The funding provided by UNCDF will mainly be used for three segments: support for decentralization; poverty alleviation; and income generation through microfinance.

35. UNDP core funds for this programming cycle stand at $10.8 million, which will be supplemented by other UNDP-administered resources estimated at $21.3 million, which will be available during the cycle. Approaches are being made to the Governments of France and Luxembourg and to the European Union (support for the development of Casamance, poverty alleviation, education for all) to improve the mobilization of resources.

Annex

Resource mobilization target table for Senegal (2002-2004)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP core resources		
Estimated carry-over	4 401	Includes AOS.
TRAC 1.1.1	4 076	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	513	
Subtotal	**8 990**[a]	
UNDP other resources		
Government cost-sharing	0	
Third-party cost-sharing	1 000	Projects funded by GEF.
Funds, trust funds and other		
UNCDF	12 360	
GEF small grants	600	
GEF	7 250	
Capacity 21	120	
Subtotal	**21 330**	
Grand total	**30 320**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; and UNCDF = United Nations Capital Development Fund.